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THE VOLUNTEER FORCE OF INDIA
ITS PRESENT AND FUTURE

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—
“Mars gravior sub pace latet.”
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THE UNITED SERVICE INSTITUTION OF INDIA

PRIZE ESSAY OF 1883.



A. 49.

THE VOLUNTEER FORCE OF INDIA— ITS PRESENT AND FUTURE.

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"Mars gravior sub pace latet."
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THE spectacle presented by the British dominion over the continent of India is allowed to be unique in the history of the world. A handful of Englishmen, the heirs of the possession won by the "Merchants trading to the East," rule over many millions of people inhabiting an area of half a million square miles, equal to the whole of Europe without Russia. The English military garrison which supports this rule is about equal to two of the army corps of Germany on their war establishment, while a native force drawn from the conquered races assists the alien army to maintain order or to embark in military adventure.

British dominion over India.

The early romance attaching to the fabled splendours and riches of India, the marvellous history descending from mythic times of the waves of invasion which poured over the country from the uplands of Central Asia, the brief but wonderful record of our own settlement in the East, and of the conquest of a vast continent, combine to present to all Englishmen a study of interest. But when it is felt that this study is but a preparation to the practical problem in which England possesses a vital concern, when one of the questions of the day calling for reply is how to keep the India we have won, then it may be accepted that the subject of our power and position in India can hardly be exceeded in importance.

India—a study of deep interest.

Great questions occupy the thoughts and engross the attention of the statesmen whose labours are devoted to India. The land has passed the stage when the efforts of the administrator are mainly applied to the protection of life and property, and to the opening up of the country. In the security of British rule, an immense and fertile population increases and multiplies. The economic prob-

The Indian questions of the day.

lem of the day is how this host is to be fed, and how the plenty of one province can be made to provide for the poverty of another. The fostering of the arts and industries of India; the revival or development of the old industries and the creation of new ones; the equalisation of the burden of taxation throughout the Empire; the search for new sources of revenue or fresh economies in the expenditure; the intricate problems of currency and exchange; the protection of the country from famine; the development of railways and irrigation works as protective measures; the education of the masses and the extension of municipal institutions; in these and other questions the labours of those who work for the public weal are conspicuous.

These questions are of great importance, but that of the military power should be paramount.

These subjects are and must be attractive to the rulers of India. The people must be fed, and India must pay her way. But this, although a practical aspect of the question, is, it may be said, a comparatively low view to take. The higher welfare of the people and their education, the greater share to be given to the natives of the country in its administration, are all matters which claim, and receive, a large share of attention. But to many minds the memories of the past rise up in this path of benevolent enterprise; and to those, the spectres of mutiny and rebellion seem to stand in the way, warning us to recollect the nature and number of the governed peoples and their easily developed discontent or hostility, to remember the vast extent of our possessions and the elements of disturbance within and without the frontier, and bidding us not to trust overmuch in our schemes for good. They recall the words of one* who possessed great experience and statesmanlike power, who half a century ago wrote, that in all plans for the government of our Eastern Empire the military strength must ever be the primary consideration. "That Empire," he said, "has been acquired and must be maintained by the sword. It has no foundation, and is not capable of having any made that can divest it of this character. We may, by good government, diminish the elements of sedition, and in a

* General Sir John Malcolm, G.C.B., in 1832.

degree disarm the hostility of Asiatic Princes, but we never can expect active support in the hour of danger from the mass of the population of India. A passive allegiance is all these will ever give to their foreign masters; and even this allegiance, the more they become enlightened and are imbued with the feelings our intercourse must impart, will become more uncertain. It is therefore to the army of India we must look for the means we possess, not only of maintaining our power, but of preserving the great benefits we have already conferred, or may hereafter confer, upon the millions subject to our authority. No consideration, therefore, should ever induce us to forget for one moment the paramount and vital importance of our military power."

Just laws and good government will tend to make the people subject to them contented. But in a country like India, where the elements of disturbance and conflicting interests must always exist, the maintenance of order must be the first object of the paramount power; for order forms the basis of all law, and without it no country can be governed. With all the safeguards we may impose, an army, however loyal and well-disciplined, recruited from a population governed by aliens, can never be entirely free from the possibility of military revolt, instances of which have not been infrequent in the history of India. However we may endeavour to secure the loyalty of the people, not only by just and good government of the masses, but by attaching to us the great chieftains of the land, our existence in the country must, in the nature of things, involve the possibility of attempts to disturb our rule, whether the effort springs from an outburst of fanaticism, from some great upheaval of the condition of the masses, or from that desire for power which is ever inherent in human beings.

It may then be admitted that an investigation of the present and the possible future condition of a daily increasing element in our military power—the volunteer force of India—is a subject of interest and importance.

Our existence in the country involves possible disturbance.

Investigation of the conditions of the volunteer force important.

Difference in
causes leading
to volunteer
movement in
England and in
India.

The causes which have led to the rise and development of the volunteer force in India are different from those upon which the formation of the great army of volunteers in England has been founded. In England, the knowledge that the strength of the regular army is limited, and that it is unwise to trust entirely to it and to the naval power, the belief in the possibility of designs of invasion, have led to the establishment of a military force which, after passing through long years of discouragement, has gradually been trained until it has become a potent element in the problem of home defence. In India, the whole existence of the volunteers depends upon the fact that we stand in this country a handful of men surrounded by those to whom we are aliens. The British army in India, although adequate, in these days of quick locomotion by railway, to the task of maintaining order in India, is not more than sufficient for the purpose; and if, from any cause, a portion of it were withdrawn in some pressing need, there might be danger lest peace should be disturbed, even for a short time. The disturbers of order and the peace of India might find an opportunity were England engaged in a campaign beyond India or in Europe, and the consequences of the breaking of the peace of a province for a single day are too far-reaching to permit us to throw away a chance of preventing such an occurrence. England would put forth her strength, thousands of troops would be poured into the country, and the rebellion would be crushed, but years would pass before the evil results would be obliterated.

The British
army cannot
protect all
points.

Then, again, the necessities of the strategical distribution of troops destined to act in bodies can never permit the minute dispersion of the British army in India over the huge territory its garrisons. The main arsenals, the great cities, and the long lines of railway communication must ever be the chief objects in the distribution of that army. Outlying stations and districts, still isolated or comparatively inaccessible, can rarely receive the strength which a British garrison confers, while a

disturbance at a single one of such stations might lead to the conflagration of a district.

When the first settlements of the British power were made and consolidated in India, a European population scarcely existed. The writers and factors who were charged with the commercial responsibilities of the company of merchants trading to the East were too few in number to add much to the military power of the factories. Here and there they banded themselves together for the defence of those tiny posts which have now multiplied into the hundreds of civil and military stations representing the strongholds of British power throughout India, but no organisation with such weak materials could form any real factor in the military problem. To recount how the tide of British conquest swept steadily and surely over the land would be to recount the history of British India, and of those great and beneficial changes the establishment of that empire has brought about. But even since the days when Lord Dalhousie, in 1854—nearly thirty years ago—prompted and sanctioned the formation of the first volunteer corps, a great change has come over the land. India has become a field of European enterprise; thousands of Europeans have settled in the country, and have added to the class of those whose European descent entitles them to be regarded as our fellow-countrymen; railways traverse the country through its length and breadth; the journeys formerly interminable and occupying many months, now occupy but a few days; great public works for the benefit of the population have been carried out; and the whole aspect of the country may be said to be changed. And India is both weaker and stronger than in the days of the great Governor-General. We are weaker, because we have now vaster interests and a larger European population to protect, because the social condition of the people is undergoing change, and that the “dawn of liberty,” as it is styled by a statesman of the new school, in a country the greater part of which, since the wave of the Aryan race passed over it, has been subject to foreign power, may only herald a troubled and tempestuous day. We are

The develop-
ment of British
power.

stronger because we have no longer an immense native army which requires watching, our arsenals and artillery are no longer in the hands of native troops—stronger because the extension of communications enables us to reinforce India, and to strike more quickly at any point, and to convey our troops rapidly over long distances ; and that the advance in warlike science and skill must ever give the advantage to those who hold the reins of knowledge. We are stronger with a strength which far over-balances the weight of weakness because the European army has been increased, and the European population capable of fighting has expanded so as to become a real power.

The lessons of
the mutiny of
1857.

The lessons of the mutiny of 1857 have, indeed, not been entirely forgotten. In most of the stations inhabited by Europeans in India it would no longer be possible for mutineers, aided by the criminal population of the country, to take their vengeance on helpless women and children. Those who have read the story of the great rebellion, or who were actors in the suppression of it, can bear witness to the statement that, even with the small number of the European population of those days, the want of the organisation of the material and of timely preparation contributed to the bitter disasters, from the memories of which we are hardly free. And they will equally join in pointing to those conspicuous examples where the organisation of defence enabled Englishmen and those of English blood, assisted by a few loyal natives, to stand out against masses of trained soldiers using their arms against those masters by whom they had been taught to wield them. The lessons to be learned—and those who run may read—are recorded in history. If they are referred to here, it is for the purpose of enforcing the moral which hangs upon them, and in order to insist upon the necessity that under no circumstances shall there ever be a repetition of those miserable scenes.

India at the
time of the
mutiny, and
the rise of the
volunteer
movement.

It is hardly possible for the present generation to picture to themselves the state of things which existed prior to the mutiny of 1857. When the first volunteer corps for the Straits Settlements, then under the Govern-

ment of India, was proposed, there was but one European regiment stationed on the long line of 800 miles from Calcutta to Agra, and the European force in India was altogether weak. A great army mutinied, the police mostly joined in revolt, the criminal population of the large cities and towns swelled the ranks, and many of the native aristocracy contributed actively or in a secret manner to the rebellion. Provinces appeared then to be wrested from our hands; over large tracts of country the British power had practically ceased to exist; and, except at isolated points, its flag was no longer flown from the Nerbudda to the Sutlej. On the 4th of July 1857, the Government of India wrote to the Court of Directors that "the Bengal native army was in mutiny; the North-Western Provinces were for the moment lost; the King of Delhi and our teacherous sepoys were proclaiming a new empire; small bodies of gallant Englishmen were holding out in isolated places against fearful odds; revolt was still extending; and the hearts of all Englishmen in India were daily torn by accounts of massacre, and worse than massacre, of their women and children." Lord Canning had written in June—"It is enough to break one's heart to have to refuse the imploring prayers of the Europeans at different stations for the protection of English troops against the rising of the sepoys in the neighbourhood, or against the savage marauders or mutineers who are afoot; but to scatter our small force over the country would be to throw away every chance of a speedy success." The offer of the European inhabitants of Calcutta to enrol themselves in volunteer corps had been refused, but it was subsequently accepted, and the Calcutta volunteer guards of artillery, cavalry, and infantry were formed. It is of course difficult to say how far the Government of those days were right in endeavouring to sustain public confidence in the stability of British rule without extraordinary measures. But one thing is certain, that, had a large and well-organised volunteer force existed in Calcutta, such as it could even then have furnished, the 53rd Foot at Fort William and the 84th Foot at Chinsurah might have been set free to proceed

to the scene of rebellion. Volunteers and militia were formed in various parts of the country wherever there were sufficient numbers for enrolment, and the Madras volunteer guards sprang into existence. The volunteer horse, and those militia and volunteers enrolled at Agra, Allahabad, and Lucknow, did excellent and loyal service. Lucknow has been called the "Plevna" of India, and the defence of Lucknow, due to the precautions taken and the preparations made by Sir Henry Lawrence, and to the resolute gallantry of the soldiers, volunteers, and loyal natives who for five months held at bay masses of regular troops, is not only one of the greatest and noblest incidents of the mutiny campaign, but serves as an example of what timely preparation can do, and what a few Englishmen can effect against the heaviest odds. The defence of Arrah—eminently an example of what can be done by courage and ready organisation—is also written in the history of those times; and in the darker pages of the history are written the cruel disasters which befell Englishmen and Englishwomen for the want, in too many cases, of the organisation of defence.

Value and
necessity of
volunteer
movement.

The value of the volunteer movement in India has at last come to be fully acknowledged. It is acknowledged that we as Englishmen, living in a land surrounded by those who can never be trusted as our fellow-countrymen, must be prepared to take every means in our power to ensure the maintenance of order and the safety and security of those who must be protected in time of need; and if the materials of strength have developed within the last twenty years, it must be recollected that a great increase has also taken place in that portion of the European population and property, which must be effectually protected in time of popular disturbance or of military revolt; and that it behoves us so to organise our strength that no element of security which we possess shall be left out of the calculation. We have a large force of British troops in this country, but in time of trouble great and innumerable calls would be made on that reservoir of power. With an enormous frontier to defend from the

irruption of savage tribes, with large bodies of armed men in the service of the Native Princes and the Chieftains of India, which, as the paramount power, we must watch and control, and with a vast population composed of different races, religions, and languages, it must ever be our aim to make the British army in India, or at least the larger portion of it, a mobile and field army in the most complete sense.

A part of that army must indeed remain to garrison the great political, strategical, and commercial centres, upon the possession of which, with their communications, the safety of the Empire must depend. But the largest portion of the force must be placed in the field, either to crush insurrection, or to oppose such organised military bodies as might be brought against us. In outlying stations, in those minor centres of the civil power, and on the long lines of communication by road and railway, the secure possession of which is absolutely necessary to the tranquillity of the country and to the maintenance of our power, the lives of our countrymen and countrywomen, and the untold amount of public and private property scattered throughout the land, must remain either inadequately defended, or must take from the field army a large and valuable portion of its strength. The formation of volunteer corps at every place where there are European residents, few or many, must therefore be a real increase to the military strength of the Empire; for not only would they, in time of trouble, enable the main body of the British troops to be set free for service in the field, but in those places where British troops are not ordinarily stationed, they would be still more valuable. They would there act in maintaining order in the station or district by their mere existence, and might prevent not only the disasters and evils attendant on any temporary interruption of the peace of the country, but in case of heavier troubles, would form a protection, aided by defensive measures, to the non-combatant population and to public and private property, which might be sacrificed in the absence of an armed and organised body, without that succour reaching them which a defence would enable them to await.

The auxiliary power given to the British army by the volunteers.

Organisation
must not be
postponed till
the danger
comes.

In India, more than in any other country, time is everything in military operations. A few hours' delay in quelling a mutiny or insurrection may be perilous to the cause of order. In India there is no time to organise when the danger comes, and the minds of men in power are bent in postponing, if possible, the evil hour. Hence we should be able to secure the safety of all important points by means of the European inhabitants organised as military bodies, aided by small detachments of regular troops, while the larger portion of the latter could be formed into movable columns, whose mobility should be a terror to their enemies, and who might thus keep a whole province quiet or a long line of communication intact. There are those who say we cannot take extensive military precautions when the danger, if it ever comes, may be far distant. But in India, when the danger does come, it gives no long warning of its approach, and hurried attempts to organise our strength may precipitate the evil. The acutest and the most trusted observers, whether they be official or non-official, have no prophetic vision enabling them to look into the future. The mutiny of 1857 burst upon the Government and the community, and found them absolutely unprepared. Officials, whether military or civil, even men like John Lawrence, intimately acquainted with the native character, joined in persuading themselves and the Government that there was no danger at hand.

Moral and
physical ad-
vantages of
volunteering.

These, then, are some of the considerations, aided by the experience of the past, which appear to warrant the conclusion that all would welcome an addition to the military strength of the Empire, such as would be afforded by a larger development of the present volunteer force of India. But there are other considerations, and which are now widely appreciated, arising from the benefits conferred upon the volunteers themselves by the training they receive. The inculcation of habits of military discipline, the knowledge that he is acting with others for the common weal, the greater pride which a man is likely to take in himself, and the sacrifices which he has to make, all tend to create in a volunteer some improvement of the

moral condition. And from the physical point of view, a training in military exercises and the use of the weapons with which he is entrusted is in itself a physical education. Nor should the social advantages be entirely overlooked, for the volunteer movement promotes good fellowship, and brings together those who would not otherwise meet; it softens the prejudices of social caste or position, and enlivens the dreariness of many of those Indian stations in which large numbers of our fellow-countrymen and countrywomen have to spend the best part of their lives.

It may then be conceded that it is of real advantage and importance to the State to answer the two main questions: *1stly*, how the numbers of the volunteers in India can be increased; *2ndly*, how their efficiency can be improved.

The two main questions,—
increase in
numbers and
improvement
in efficiency.

In considering the first question, it is necessary to describe the present condition of the volunteer forces of India, and to compare their present strength with the numbers which may be expected to be produced by an expansion of the force. And first, then, we must consider what are the materials from which our volunteers in India can be drawn,—whether they are capable of being moulded into fitting shape, and whether sufficient numbers of the European civil population exist to place the strength of the force on a higher footing. Now, as to the strength and distribution of the volunteers in India, these are most appropriately given in the tabular statement contained in the appendix. From this it will be seen that in the various provinces of India there are about 12,213 volunteers enrolled, of whom 9,421 are efficient, in which number are included the railway corps, numbering about 3,380 enrolled, and 3,014 efficient, members.

Strength of
volunteers in
India.

The first step in any investigation which may be made to compare the strength of the volunteer force in India with the population from which it is drawn is obviously to gain a knowledge of the number of males capable of bearing arms, and of the conditions under which they live. But this, unfortunately, is an object which cannot easily be attained. Looking first to the numbers only, and

Numbers and
qualities of
the Europeans
and Eurasians
in India.

referring to the memorandum on the census of British India of 1871-72, presented to Parliament in 1875, it is there stated that, "of those who profess the Christian religion throughout India, some 250,000 appear to be Europeans or to have European blood in their veins," and, according to the census, there were in that year about 120,000 pure Europeans in the country, including women and children, so that, deducting the number of British troops, there would be in round numbers about 60,000 Europeans of all kinds—men, women, and children. Of the mixed races of British India, classified according to nationality, we are told that there were about 63,685 Eurasians, 30,272 Indo-Portuguese, and 14,445 other races, making up a total of 108,402 of mixed races, including women and children. Of the last census we have unfortunately no complete account at present; some provincial reports have been published, but they do not in all respects furnish the information desired for our purpose. But from such information as can be obtained, it would appear that there are, exclusive of the army, about 46,000 males who come under the designation of "British-born and other Europeans," while of the Eurasians there are about 31,000 males, giving a total, therefore, of 77,000 male Europeans and Eurasians, including children, in the whole of India. Now, even deducting a percentage for children and old men, it is apparent that there is a large reservoir of power in the number of men returned as "British-born and other Europeans." Of this class, it is unnecessary to say more than that their physical and military qualities are, as a rule, all that can be desired for a military force, combining, as they do, the physical and moral characteristics of their race, with a high degree of intelligence, springing not only from the education they may have received, but from the employments in which they are engaged. With regard to the other classes, it is not so easy to speak, for, although a very large proportion possess many of the physical, mental, and moral attributes of the race with which they are chiefly allied, it cannot be gainsaid that many of them have not, in so high a degree, the physical qualities which distinguish

the parent race. On the other hand, if their physique is not as stalwart as those of unmixed blood, they are possessed of the great advantages of a temperate habit of body and an ability to bear exposure, qualities in which those not born in the country are sometimes deficient. They are, too, of the same religion as the parent race; their loyalty is conspicuous; and they have proved that they possess the courage which, under the training of discipline, constitutes the chief quality of an efficient soldier. The battle of Plassey, which established British power in India, was fought by Clive with some 1,100 Europeans, of whom 200 were Eurasians and Portuguese, and 2,100 natives. A force which overcame an enemy of 35,000 Infantry and 15,000 Pathan Cavalry with 53 guns, achieved a victory which fully demonstrated, at least for India, the truth of Montaigne's saying, that it is not the number of men but the number of good men which gives the advantage.

The history and condition of these classes claim some brief remarks. The Portuguese settlers mixing and intermarrying with the native population left a large number of descendants, who, as years went on, entered the British service, scattered over the country, and intermarried with pure Europeans. The French and Dutch descendants of pure and mixed blood amalgamated with this class, the numbers of which were increased by the offspring of Englishmen and the women of the country. Pensioners settled in India, and the development of European enterprise bringing large numbers of Europeans to India whose children are born and settled in the country, thus farther added to the strength of what may be broadly called the European community of India. There are, therefore, domiciled Europeans, the descendants of pure blood, and the descendants of mixed blood. The last class comprise those of whom Lord Canning spoke when he said that they had a special claim upon us, the presence of a British Government having called them into being. Those who desire to investigate the history of this class must turn to the records of what has been termed "The Eurasian movement of 1829-30," when, after

History and
condition of
the Eurasian
community.

considerable pressure, certain legal disabilities were removed which had gradually surrounded the community from the end of the last century. And although it is not possible in this paper to trace at length the history of this portion of our fellow-subjects, the question of their physical, mental, and social condition has so great a bearing upon the military strength of the whole European community, that it may be permissible to quote the words of Archdeacon Baly, who has done more than any other man to bring forward the claims of the European and Eurasian community to the advantages which education for their children must give them, and to the possibility of training them to useful careers. He says—"The European youths born and bred in the country * * * are as strictly bound to the country and a part of its population as any section of its native population; that they are the descendants and children of soldiers, civilians, and mechanics, who have been or still are necessary to its administration or prosperity; and that, if no room is found in it for their suitable and productive employment, a supply of wasters must accumulate annually, who will prey upon society as beggars, paupers, and criminals, and eventually lay a heavier charge upon its Government than any expenditure now incurred in training them for, or providing them with, employment."

Necessity for enlisting the strength of the community in the organisation of defence.

Education and the provision of suitable openings in life will do much to raise the physical qualities and the social position of the community. Their loyalty is undoubted; they are of the same blood and religion as ourselves; and in all the habits and customs of life they assimilate to us. It is time, then, that we should look to these men for the practical support of British rule, and endeavour to enlist them in any scheme for ensuring the safety of the British Empire in India. In the days of trouble we turned to them for help, and they did not fail us; and when we look back to the records of the mutiny, we find conspicuous examples of fidelity, loyalty, and courage, whether we look to the heroic examples to be found in the defence of Lucknow, Arrah, and other places, or in the more numerous instances in which they fell gallantly fighting with us against the common enemy.

It may therefore be assumed that the classes from which volunteers can be drawn are capable of furnishing an efficient military force for local defence, and that the number of volunteers in India, as given in the tabular statement in the appendix, does not adequately represent the population from which they are taken. Now, although unfortunately we have no complete information regarding all the provinces of India, it will be useful if we take one or two examples to illustrate the position. According to the last census, there are 10,051 male Europeans* in the city of Calcutta, and 4,740 males returned as Eurasians; and although a portion of the former class might, perhaps, be classified under the latter head, if we adhere to distinctions which it is desirable to remove, we have, deducting the strength of the British garrison of Fort William, an European population of over 13,500 males; of that, the volunteers number only about 1,000,—a result which is quite inadequate when it is considered what additional military strength would be given if only 50 per cent. of the male European population of Calcutta were enrolled in a local defensive organisation. In Bombay city, the census records that there are 11,619 European and Eurasian males, of whom the greatest portion have returned themselves as Europeans; and, deducting the British garrison of Bombay and those in military employ, we have a strength of European population of over 10,000. Then take another example, that of British Burmah, one of the richest provinces of the Empire, a country in which it is peculiarly desirable to have a strong local defensive force, it is found that there are 8,202 male Europeans† and Eurasians, of whom by far the greater majority have returned themselves as Europeans. Deducting the British garrison of that province, we have about 6,700 males, of whom a large proportion are capable of bearing arms for the maintenance of order and the defence of the province. It may be concluded from these examples that returns from other cities and provinces will shew a similar disproportion between the strength of the male European population and that of the volunteers.

Examples shewing that the volunteers do not represent the whole strength of the European community in India.

* Americans and Australians excluded.

† Excluding "other Europeans and Americans."

Measures to
increase the
strength of
volunteers.

We have now to consider the measures which are necessary to increase the strength of the volunteer force in India. The necessity for its existence has been proved, and needs no further demonstration, while it must be allowed that it does not represent in numbers the strength of the population from which it is drawn. Before descending into the realm of details, it is necessary to be clear as to the aims to which we are to look, and those who have considered the subject will, it is believed, be prepared to admit that, accepting the efficiency of the volunteers at the present standard, taking the average efficiency throughout India, it is better, if it be necessary to decide between two things, to increase the numbers rather than to sacrifice the numbers to an increase of efficiency. And, first, we must consider what duties we require the volunteers to perform in case of necessity.

Duties re-
quired from
volunteers.

We do not require them to attain the standard which is laid down for regular troops, either in discipline, drill, or interior economy. We do not require them to leave the places they inhabit, and to take the field against an enemy at a long distance from their homes. It is true there may be occasions in which bodies of volunteers, whether mounted or infantry, may be sent, in time of pressure, to occupy a point, to oppose an enemy, or to rescue an isolated post, at a distance from the stations or districts in which they may reside, and we may be certain that in any disturbance of the public peace, whenever such a danger may come, a measure of the kind would be promptly supported by the volunteers themselves. In the larger centres, again, where in time of urgency the considerable bodies of volunteers now existing would be augmented, it might be practicable to form provisional companies, or even battalions, the members of which would be willing to give their services at a distance from their own stations if the public need demanded it, and they could leave those stations with the belief that their own families and belongings were secure from danger. But exceptions which might be produced under the pressure of events cannot invalidate the general rule that volunteers are essentially for local

defence. Those valuable bodies, the railway corps, are of course on a somewhat different footing to the other corps in India, in that the duty of a large proportion of the members necessarily involves their travelling over at least a section of the line of railway to which they belong, and in time of need detachments would be quickly conveyed to any particular point where the line of communication was threatened. But speaking generally, the duties of the volunteers are distinctly local in their character, and this is expressly provided in section 16 of Act XX of 1869. And, although it is desirable that this clause should be remodelled to suit the changed circumstances of the times and of Indian cantonments or civil stations, and a more extended limit than that of four miles fixed, it expresses very clearly a fundamental principle of volunteer service.

In stations where British troops are maintained, the volunteers would be of the highest value in setting free for work in the field all those able to march, and in taking their places in the garrison. To them, aided by a small detachment of regular troops, would be entrusted the care of any fort or fortified post in which in time of danger the women and the children, the sick and the treasure, would be secured and housed. They would be called upon to furnish guards over the magazines and other important points, to protect railway bridges and stations, to furnish picquets and patrols, and to secure the safety, by every military means, of the cantonment or the station at which they resided. The volunteer force is therefore essentially a garrison army. And while there is no question that the higher the efficiency in discipline, drill, and general military training, the greater the value of the military body, we must recollect several considerations which, if justly appreciated, will make us accept, in ordinary times, a standard lower than that which professional soldiers would usually regard as necessary.

The volunteers are essentially a local force for garrison service.

The service of the volunteers is unpaid, and if the expenses of the individual members are but small, it must be remembered that even to attain a moderate standard

Service unpaid, and personal sacrifices necessary.

of efficiency, they must make a considerable sacrifice of their leisure and of their personal comfort and convenience.

Volunteering in England a pleasant exercise, but harder work in India owing to climate.

In England the active work of a volunteer is precisely what is suited to a large portion of the population, whose work lies indoors, whose lives are passed in sedentary occupations. A large proportion of them have not the means for indulgence in field sports, however strong may be their inclination, and hence in the route march, enlivened by the inspiring strains of a good band and the interest and admiration of the fairer part of the population, or in the military exercises on parade, they find a pleasant counter-influence to their ordinary habit of life. But in India, in most parts of the country, and for the greater portion of the year, the climate operates against acquiring efficiency in military exercises, while the majority of volunteers are busy men, to whom it is no small sacrifice to give up even a few of their leisure hours, which with a large number of them may be devoted to some more agreeable and interesting form of occupation than that which can be afforded at the hands of the drill sergeant.

In time of pressure the standard of efficiency would be quickly raised.

Undoubtedly, many things can be improved both by the volunteers themselves and by outside influence, and such measures as would appear to be desirable to this end will be brought forward hereafter. But whether these succeed or not, and even supposing that only the present standard of efficiency is retained, it must be remembered that, under the pressure of national danger, under the pressure of those motives which would impel the volunteers to make any sacrifices conducing to the safety and welfare of those belonging to them, and to the general security, a great stimulus would be given, by which, if properly directed, every volunteer corps in India, composed as they are of intelligent men, might be raised in a short time to a far higher standard of military efficiency than at present exists. The normal standard of efficiency is fairly stated in Article 221 of the Volunteer Regulations, which runs as follows:—"A fair knowledge

of simple movements, with a thorough practical efficiency in the use of the rifle, should therefore be the first desideratum in the training of every volunteer. That once accomplished, and with competent instructors, it is of easy accomplishment, a more extended knowledge, if opportunity is given, can be rapidly acquired."

Granting, then, that higher efficiency is desirable, it must be allowed, if the foregoing conclusions are sound, that the first object is to increase the strength of the volunteer force in India. We must now consider what are the measures which should be adopted to this end, and what advantages can be fairly granted to the present volunteer force, so as to induce more to come forward from the ranks of the European population of India. There are two classes of measures which would tend to increase the strength of the volunteers,—the one by increasing the advantages, whether individually or collectively, which should be possessed by them; and the other by the adoption of some means of pressure to induce men to enter the ranks.

The first object is to increase the numbers of the volunteers.

In discussing the *first* class of measures, it may at once be said that all do not enrol themselves from patriotic motives. Some enlist from that martial feeling which all, with English blood, have in a greater or less degree; others from the conviction that a particular uniform is becoming to their appearance; others, again, because they like the attraction of the rifle shooting; while some are impelled to volunteer, because their friends urge them to join the movement, or because they foresee social advantages to themselves.

Causes leading to enlistment as volunteers.

Much can be done by the recruiting powers of the existing volunteers; but in order to enlist their influence they must be satisfied that the force meets with due encouragement. For the moment we may put aside those particular measures which may be advocated when we examine more closely the lines upon which the future organisation should be worked. What we have to do at present is to enquire whether there are certain additional advantages which should be conferred on those who devote themselves gratuitously to the service of

The question whether additional payment should be made to volunteers answered in the negative.



the State. And first it may be asked whether the annual capitation grant of Rs. 20 for every efficient volunteer, together with the grant of Rs. 10 for extra efficient, and the special annual capitation allowance of Rs. 25 for every qualified officer or sergeant, is sufficient. It is believed that a careful consideration of the question will shew that it is not necessary to increase that allowance. Relief to the funds of a corps may be provided in other ways, but these will be less objectionable than an increase to the annual capitation grant. It is of course necessary to declare at the outset that any plan for paying volunteers for the number of drills they may attend beyond those required to make an efficient volunteer, is out of the question, for to admit such a principle would be to abolish real volunteering. As a matter of fact, in nearly every corps throughout India, the actual expense of volunteering to the members of the corps, except the officers, is but trifling, consisting in some small subscription to a band, where such exists, or to other regimental funds. Of course, there are corps whose numbers are small, and whose expenses are greater than those larger corps which exist in populous stations or districts; and where there are exceptional circumstances, it would be better that they should be exceptionally treated, rather than an impoverished state of the funds should at last end in the final collapse of the corps.

Privileges and responsibilities of Europeans to be conferred on the Indo-European community, together with State education for their children.

One of the greatest inducements that could be offered to a large class from which volunteers might be drawn, and which is practically a portion of the European community in India, would be to grant the privileges of British-born subjects to all belonging to that community, at the same time opening up the avenues of employment in every branch and department of the State. And if it be the case that the Armenians in India, by their treaty of 1688 with the Hon'ble East India Company, "can be appointed to civil honours and appointments," and that in fact "they are in all cases and on all occasions to be treated as if they were actually born in England," it does not appear that there is any reason why those who are knit to us by the ties of blood should not be regarded as

an integral part of the European community and invested with its privileges and responsibilities. Then, again, the application of a system of State education to the children of Europeans of every class, using the term in its widest sense, would do much to unite this population, to train its members for useful careers, while, if military exercises formed a portion of the physical education, not only would the physique of the races be improved, but it would follow that an inclination would be created to enter the volunteer service, an inclination which would be greatly strengthened if more systematic encouragement were given to the formation of cadet companies. The late Lieutenant-Governor of the North-Western Provinces, Sir George Couper, declared that there was no better established fact in connection with the social life of the Eurasians in India than their earnest desire to give their children a good education.

It has been estimated that there are in Calcutta alone 5,000 European children of a school-going age, and in the Bengal presidency altogether about 14,000, with a total of some 26,000 in the three presidencies, which is no doubt considerably under the actual number. Archdeacon Baly has pointed out the serious disadvantages at which such children are placed. They are brought out, he says, or are the children of those brought out to do special work only to be done by Europeans. The climate is uncongenial to them; their mode of living necessarily expensive; they are distributed in small numbers over the whole country; and they are deprived of the great educational advantages which are given to children at home. And he forcibly points out that these children are not therefore living on equal terms with the pure Asiatic natives of the country, and that great stress should be laid on the fact that the character of the individual European is of infinitely nearer concern to an English Government than the character of the individual native. All must agree in the principle that the European inhabitants of this country should be maintained at a high standard of intelligence and morality, and that no means to attain this end should be neglected. State education, com-

The difficulties of education for Europeans in India, and the necessity for a system of State education.

bined with physical training in military exercises, is undoubtedly one of the means to this end. And if it appears that these remarks are only indirectly connected with the question of volunteering, perhaps a little thoughtful consideration of the subject will shew to those who care to go deeper into the matter, and which cannot indeed be attempted in this paper, that the knitting together of the whole European community by placing them on one footing of privilege and responsibility, by the introduction of general education, and by requiring a military training to be a portion of that education, would ultimately increase the strength of the volunteer force and add to our military power in this country.

Unnecessary
to alter system
of appointing
officers. En-
couragement
to be given to
officers.

Turning to the volunteers themselves, as they now exist, any measures which would improve the condition of the officers would favourably react upon the corps. As far as regards the system under which officers of volunteers are appointed, there do not seem to be any particular advantages which need to be conferred. When corps are established, the wishes of the members ordinarily govern the appointment of the commandants and field officers, although they are not officially elected by the members; and although the appointments are made by the Government of India, there is plenty of room for the wishes of the corps to make themselves felt. Speaking generally, it appears to be desirable not to disturb the system which at present exists. No system can be perfect, but it is probably the case that the present one answers all requirements. Upon the selection and training of the officers very much depends. As a rule, men of good social position should be chosen, but they must be active, intelligent, willing to learn, and determined to make themselves efficient officers. But there is no reason why those of less standing in the social scale should be debarred from rising, if they prove their qualification for the commissioned rank. The officers can, if it be found necessary, be encouraged to qualify themselves for their responsible positions in various ways without adding in any material degree to the military expenditure. They may, for example, be encouraged to go through a course of training

in this country with a British corps, or, when in England, to pass through the various schools of instruction, and a contribution might be made towards their expenses when undergoing such training. They might be allowed the privilege, where feasible, of obtaining arms, uniforms, and accoutrements from the public stores at cost price. Field officers might be permitted to select remounts on the usual terms. Officers who have done good and long service in the cause of the volunteer movement might be selected for honours and decorations as an acknowledgment of those services, as has been done at home. A wider scope may be given to the rules regarding the grant of rank on retirement, service in the ranks being counted towards the qualification, and in special cases, where the officer is particularly deserving of the honour, a step of honorary rank might be given on retirement.

It should be maintained as a general principle that the latitude which is given to corps in various matters should not be interfered with. It is exceedingly desirable, for example, that every corps in India should have a serviceable and, so far as is possible, an attractive uniform. There are many reasons why endeavours should be made to induce the volunteers to accept one uniform for the entire force,—scarlet in the winter and khaki in the summer,—the distinctions of corps being made by means of facings, badges, and numerals. The advantages of a uniform not differing too markedly from that in use in the regular army, and which would permit the volunteers being transferred from one corps to the other on a change of residence without expense, would be great, but the improvement should not be forced upon them. If the matter is fairly discussed, they will probably adopt the proposal of their own accord in course of time.

Latitude given
to volunteer
corps not to
be interfered
with.

While it is not necessary to increase the capitation allowance, except under special circumstances, there are various ways by which additional advantages may be given to the volunteers and additional inducements offered for enlistment. Thus, prizes might be given for shooting and for exercises, and rifle clubs and associations encouraged; the number of rounds of ammunition might

Additional ad-
vantages to be
given to volun-
teers.

be increased for match and target shooting; suitable head-quarters might be built or hired by Government where public buildings are not available; in small detached squads, where sergeant instructors from the regular army might not be necessary as a permanent arrangement, qualified volunteer instructors might receive payment for their services; a band allowance might be given where that desirable institution could be supported; camps of exercise might be frequently encouraged by an extra grant, and by provision of transport to and from the camp, free rations and camp equipment, &c.; volunteers might be permitted to travel free by railway when attending drills; a medal for long service and good conduct might be granted to volunteers of proper qualifications; and they might, with certain conditions, be allowed to wear the uniform of their corps on retirement. Such small advantages as the distinction by a badge of those officers and non-commissioned officers who have certificates of proficiency, and perhaps a relaxation of the rule regarding the number of drills which a volunteer, who has been several years efficient, would have to put in to obtain his efficiency badges, might also be serviceable in satisfying certain points in the volunteer system, which appear to require some alteration.

Improvement
will cost
money, but
expenditure
recouped in
greater mili-
tary strength.

There are, of course, many points which may be taken up under the head of organisation, but at present we are only dealing with the question of granting those additional advantages to volunteers which appear to be demanded by the circumstances of the force, and which, in the aggregate, may have some influence in rendering volunteer service more attractive, and, assisting towards the contentment of officers and men, may thus react favourably upon the recruiting. All this will undoubtedly cost money if carried out, but whatever we may spend—and excessive expenditure in this direction is not necessary—we should obtain our money's worth in the increase to the number and to the efficiency of an important part of our military strength, which may in the future receive a greater degree of public interest and confidence than is now bestowed upon it. Such a recognition would follow

in the wake of that which has been accorded to the force at home, which, at first looked upon as a plaything, and whose members were treated with a mixture of good humoured forbearance and derision, has at last come to be regarded as an integral part of our defensive organisation.

The expenditure of money on a worthy object, one that is essential to the security of the country, and which at some time may prevent waste, both of life and of treasure, is not an extravagance. We have not in India, among the European community, a large number of rich men to aid by their subscriptions, as in England, the objects of volunteer corps. Loyal and influential natives may shew their belief in the fact that the movement is not directed against them, but only against possible disturbers of the public peace, by assisting the local corps with which they may be provincially connected. They may feel that the maintenance of British rule is in India an essential condition of their own existence, and hence they may desire to contribute towards a movement which has for its object the maintenance of public order. But we cannot expect that they should, at present at all events, throw themselves with any special zeal into the movement by assisting its furtherance. The volunteers must, therefore, look to the Government they serve to stand towards them, at least in some degree, as the English public.

Among the measures which may be practicable to increase the numbers of the volunteers, there can be little doubt but that the influence of the various local Governments, assisted by the Commanders-in-Chief and the General officers commanding divisions and districts, may be usefully exerted towards still further tapping the reservoir of power which exists. All bodies of men are susceptible to the influences which high officers of State are enabled to bring upon any particular movement, either by their encouragement, or by their failure to take an active interest in it. Much has already been done by the local civil and military officers, and in many cases they have been most active in initiating or promoting the formation of volunteer corps. But if it be once thoroughly recognised that the Government of India attach the

Necessary for Government to stand towards Indian volunteers as English public to English volunteers.

Beneficial influence which can be exerted by Governments and by their civil and military officers.

highest importance to the development of the movement, and that they will not fail to record their approval of any exertions that may be made in this direction, a further stimulus will be given.

The volunteer movement to be maintained on present basis, and Government servants not to be compelled to join.

The great point is to maintain the volunteer movement on its present basis, not to upset the principles on which it is founded, nor to interfere with the interior economy and working of volunteer corps. The adoption of any half-and-half proposals would turn volunteering into a sham. Reference is especially made to the proposal, that it should be a rule of Government service, that all its servants should be volunteers as a condition of their appointment. Such a measure would strike at the root of volunteering. Government does not pay for the services of its employés as soldiers, and there is no reason why one particular portion of the community should be taxed in service for the benefit of the remainder. It is quite another thing to apply a general principle to the whole community without exception. Much can be done by the heads of departments encouraging those under them to join the volunteers, and by the officers of every department of the State, whether civil or military, taking an active and intelligent interest in the movement. But this is a very different thing from compulsory service as applied to a particular class of men.

Second class of measures to increase the volunteer force. Effect of establishment of Anglo-Indian militia.

Having thus discarded the compulsory service of any particular section of the community, such as those in the employ of Government, it remains to consider, as briefly as possible, the *second* class of measures which may be adopted to increase the strength of the volunteer force in India. The subject of this paper is not, what is the best defensive organisation which can be employed in India, but the present and future condition of the volunteer forces, and it would therefore be foreign to its scope to enter at any length upon the important question of forming local regiments or establishing a local militia. At the same time, as it cannot be doubted that the establishment of an Anglo-Indian militia for local defence, by which, under an Act of the Legislature, the principle would be enforced that all men are liable to be called to take up arms in

defence of their adopted country and for the maintenance of order, would have a very sensible effect in swelling the ranks of the volunteers, it is necessary to touch on this part of the question.

Some eleven years ago a paper was written by Captain Collen on the establishment of an European and Eurasian militia in India, and appeared in the Proceedings of this Institution. The writer started from the basis that a State has the right to demand the services of the citizens for defensive purposes. And after dwelling at length upon the necessity for a local defensive force, and using those arguments with which we are now familiar, and which apply equally to the volunteer force, he came to the conclusion that the institution of a local militia force, organised for local duties in time of trouble, was both feasible and necessary. It was not proposed that the Anglo-Indian militia should be similar to that existing in England, but it was suggested that every male of the European community capable of bearing arms, who was not a volunteer, should receive a light and limited amount of military training during the year; that he should be drilled at the place in which he is residing; that payment should be made for this military service; and that all should be organised in companies and battalions, and provided with arms, clothing, and equipment, so that in time of need a large reserve would be at hand which could be brought up to a higher degree of efficiency. He pointed out that it would be necessary to divide the population capable of bearing arms into classes according to ages, so that, while a portion of the population would be actually drilled, the older men who had passed a certain age would be exempt from this, although liable to militia service in case of need. The idea was acknowledged as practicable by the larger portion of the Indian Press, and was even touched upon in England.

Subsequently, in 1879, a more extensive proposal was made by Major Grey in a paper which also appeared in the Proceedings of this Institution. In the first place, Major Grey proposed the enrolment of Eurasian regiments and garrison batteries in the chief towns, composed

Proposal made by Capt. Collen in 1872 for the establishment of an European and Eurasian militia.

Proposal made by Major Grey in 1879 for the establishment of local regiments and a militia.

of men following their own trades, enrolled, exercised, paid, armed, and equipped, but not rationed or lodged and living with their families at their own homes. The next class was to be enrolled by law in an active militia force, every male of the European community being liable to perform militia service from the age of 18 to 36 years in the active force, and from 36 to 48 in the reserve force; the only exceptions being efficient volunteers, men who had done three years' military service, and persons physically unfit. Major Grey's proposals, therefore, contemplated three kinds of local military force,—the volunteers, the embodied local or garrison corps, and the militia. He proposed the embodiment of the active militia for ten days in each year, and that this embodiment should take place in military cantonments, thus laying a very considerable tax in time upon the Anglo-Indian community, and which it is not clear is necessary.

Conditions to be followed in devising an organisation for a militia in India.

Provided the principle of light militia service be once accepted and enforced by law, there would be no difficulty in providing a suitable organisation, fulfilling certain conditions, which may be stated as follow:—

1st.—That only those between certain ages, and with certain exceptions, should, in the initiation of the scheme, be called upon to undergo drill and exercise. After the scheme is established, those who had done, say, five years' service, would be passed into the reserve militia, who would not usually be called out for drill, but only muster annually, and be liable to be summoned to the ranks of their respective companies or battalions for national emergency.

2nd.—That no man should be taken away any distance from his home for drill or other purposes.

3rd.—That the payment should be sufficient without throwing an undue burden on the finances.

4th.—That the duties of the force would be for the protection of stations and important centres, and the maintenance of the lines of communication.

Questionable whether the European community

There is no question but that the establishment of an Anglo-Indian militia in some such shape, and based on the principles outlined above, would, as time went on,

develope into a valuable body for local defence. And it cannot also be doubted that a very large accession of strength would be made to the ranks of the volunteers. But even if this militia service were made as light as possible, it is unfortunately a question whether the European community in India would be willing to accept it. It is useless to recapitulate the familiar arguments which demonstrate how desirable it is that the principle which its establishment involves should be practically recognised and acted upon in India. The obligation of Englishmen to contribute in person to the defence of the realm was legalised nearly six hundred years ago. Every freeman between the ages of 15 and 60 years was obliged to be provided with armour to preserve the peace; but he was protected from leaving his county or shire, "save upon the coming of strange enemies into the realm." The militia of England has always been regarded as a constitutional force, and as a national security. In 1757—1763 militia were raised on the principle of the ballot. In 1829 an Act, which is now an annual Act, was passed to suspend the ballot, but the clauses still remain on the Statute Book. It appears, then, that whatever may be our views in regard to conscription—and for a foreign service army such a measure would be impossible to Englishmen—there is nothing unconstitutional in requiring those who claim the privileges of Englishmen to accept the responsibilities. At the same time, unless under circumstances of great national emergency, a Militia Bill for India would never be forced against their will upon the European community of this country. No doubt when that emergency arose they would be the first to welcome a measure of the kind; and if the advantages in the greater security of the community were pressed upon them, if they felt that the privileges of Englishmen must be accompanied by their responsibilities, and a practical scheme requiring very light militia service without embodiment were put forward, then it is possible the European community of India would support such a measure, especially if Her Majesty were pleased to afford support to the efforts of her European subjects in this country by bestowing upon the force some title shewing her gracious appreciation of it.

would accept such a measure, although there would be nothing unconstitutional in it.

Measures to
be adopted if
it be consider-
ed injudicious
to carry out
this plan in
ordinary times.

If, on the other hand, the sense of the majority of the community be against it, we can only turn to the proposal already made, for the State education of European children, and that military exercises should form a part of the physical training, together with some such measures as having a Bill ready to be introduced in case of emergency; a complete and detailed census of the European community, according to ages, occupation, and residence; the preparation of yearly rolls, forming them into companies or battalions; and such questions decided as settling how the appointment of officers is to be made, and the sources from which arms, ammunition, equipment, and clothing could be supplied in time of need. An experiment of forming voluntary militia corps might even be tried under selected officers in various parts of India, and all preparatory arrangements might be made at an inconsiderable expense. Thus, even if the measure could not be judiciously introduced in ordinary times, the minds of all might become accustomed to the proposals, until at last their adoption should be welcomed, or that at least they might at once be brought into force in the hour of danger without the discussion and delay which, in the absence of a prepared plan, must inevitably accompany an attempt of the kind.

Summary of
main points
discussed so
far.

We have discussed so far the advantages of volunteering, the numbers and condition of the population from which the volunteers are drawn, and the measures which are necessary to increase the strength of the force; and an attempt has been made to shew that, although a considerable increase to the strength of the volunteers by means of the additional advantages proposed might accrue, a great impulse could alone be given by the adoption of the principle that every man owes it to the State to contribute in person to its defence, and that the ranks of the volunteers would be swelled by the establishment of an Anglo-Indian militia. It is now necessary to discuss what improvements can be effected in the organisation of the existing volunteer force in India.

Present orga-
nisation of vo-
lunteer force

Of the organisation of the various corps it is not possible to give any fuller account than is to be gathered

from the pages of the Army List and from the Volunteer Regulations in India. And in the Appendix is given a tabular statement shewing the various corps and their strengths, with other particulars. One corps may consist of one company of from 40 to 50 volunteers, with its established complement of one Captain and two Lieutenants, its Sergeant Instructor and Colour Sergeant, with four Sergeants and four Corporals, while another corps may consist of as many as 16 companies with its establishment of officers and non-commissioned officers according to the quota laid down in the Volunteer Regulations. Some, again (see Appendix), are formed into administrative battalions, each consisting of various corps or companies, and even of such diverse elements as artillery, railway, and ordinary rifle corps, an example of which organisation is given in the administrative battalion of the British Burmah Volunteers.

Then, again, the volunteers in India find in their ranks artillery, mounted rifles and mounted infantry, and infantry, the latter comprising, not only the ordinary volunteer corps, but the railway volunteers, who may be regarded as rifle volunteers for special service. The first question that presents itself is as to which arm of the service is most usefully represented in the volunteer force. The answer to that question must of course be that, as a body, volunteer infantry are the most useful. But it may be at the same time observed that mounted rifles or mounted infantry may be of the highest value, although their numbers can never, it is feared, reach any considerable figure. If every volunteer corps in India had, like the Victoria Rifles in England, a section of mounted men, the value to a defensive organisation would be very great. The efficiency and success of that valuable corps, the Behar Mounted Rifles, and the excellent company of mounted infantry recently raised and attached to the Calcutta Volunteers, and the formation of a corps of mounted rifles in Cachar, inspire a hope that this branch of the volunteer force may be gradually increased. A few mounted rifles in every district in India would be of immense value in securing the peace of the country.

Volunteer infantry the most useful arm, but mounted rifles very valuable.

Desirable to
increase volun-
teer artillery,
and to create
volunteer en-
gineers.

The artillery is only represented by the Duke's Own Volunteer Artillery at Fort St. George and the Volunteer Artillery at Rangoon. The development of volunteer garrison artillery in India is much to be desired. The garrison batteries of Royal Artillery are not too numerous for the service that may be required of them. Siege trains and ammunition columns would have to be manned by them; a considerable portion must always be kept on the coast defences; and the residue would be barely sufficient for the garrison of important places and for instructing and supervising the infantry garrisons in working the armaments. It is therefore most desirable that there should be, even if not a battery or half a battery, at least a division of garrison artillery wherever there are forts or entrenchments,—and it may be hoped these will increase in number,—in which the non-combatant population could be protected. On the coast, too, artillery volunteers would be most valuable, and at appropriate stations all volunteers should go through a short course of gun-drill. The Engineers are at present not represented in the volunteer force; an effort should be made to secure a few companies or even sections of Engineers wherever the numbers admit, as it must be remembered that for military engineering work in this country we are mainly dependent on the native sappers and miners. A proposal has been made to establish naval artillery volunteers. These might be employed,—and a corps had a brief existence in Bombay not very long ago,—to assist in garrisoning the turret-ships in the Bombay harbour, and in manning the forts at the various ports.

Railway vo-
lunteers and
their value.

The railway volunteers are especially valuable. In time of trouble they would assist to preserve the long lines of communication intact. They can pursue their railway duties armed and in uniform, and the detachments or companies at the various stations would, when the final crisis came, assist in repelling attack. The East Indian Railway Volunteers, for example, over 1,000 strong, has 16 companies and about 26 detachments. The 1,500 miles of railway is divided into 12 districts, each with its own sergeant instructor, and a complete organisation

exists for defensive purposes. Not long ago, when there was disturbance in the Sonthal Pergunnahs, an officer went with a detachment with a special engine to the scene of action, while at several of the nearest stations detachments were held in readiness, rifles and ammunition issued, provisions for three days secured, and everything placed ready in vans. The loyal and spontaneous offer of the East Indian Railway Volunteer Corps to proceed to Egypt last year, as a railway corps, bears witness to the fact that they are valuable, not only as infantry, but for special railway duties.

The next question to be considered is whether the present arrangements should continue, of the volunteer corps remaining under the local Governments and the Government of India. There is no doubt that there would be some advantages in placing the volunteers more directly under the military authorities, and perhaps hereafter, when the movement has taken greater root and developed a larger force, it may be possible that this should be done; but the consideration of this question may be appropriately deferred until the time arrives when all military bodies in India are placed under the Commander-in-Chief. It is perhaps on the whole better that they should, at present, while enlisting the sympathies of the military authorities, remain under the protection and encouragement of the local Governments, whose administration is vitally concerned in the development of the volunteer force in India, as one means of securing the peace of the provinces over which they rule. But although the local Governments and the Government of India are deeply interested in the volunteers, it is an acknowledged defect in the present system that there is no one competent military authority to whom all volunteers can look to promote their efficiency and to watch over their general interests. Scattered over a great continent, with very few opportunities for meeting, and with no power of comparison of efficiency, it is not to be wondered at that improvement is very often unequal in the various corps, and that the military efficiency of the whole force suffers accordingly. It is needful, therefore, to have one officer who shall be the

Volunteers should remain under local Governments and the Government of India, but the appointment of an Inspector-General is desirable.

head of the volunteers as Inspector-General of the Force in all its branches. The duties of an Inspector-General would be very varied, and would range from exerting himself with the great civil local authorities for the encouragement of volunteering, down to every detail of organisation and equipment, and the uniform instruction of the various arms.

Organisation
of all corps in
administrative
battalions
necessary.

The next point is the necessity that, as far as practicable, every volunteer corps in India shall find its place in some administrative battalion. At the present time there are only the administrative battalions of the Presidency Volunteers, the Punjab, the North-Western Provinces, and Burmah. The administrative battalions should be so formed that they do not enclose too great an area, and the head-quarters should be centrally situated. The commandant might either be chosen from the volunteer officers, in which case the head-quarters would have to be wherever he was stationed, or from such qualified officers of the regular army as may be thrown out of employment by the limit of tenure of the regimental commands. In the case of the appointment of these officers, it is desirable that they should receive some staff allowance in order to meet the extra expenses which attend the appointment of a commandant of volunteers. No corps in India should be without that trained help which an adjutant of the regular army gives; and if there be some corps which cannot be included in administrative battalions, then it would be better to make an exception in their favour and bring them within the scope of the nearest adjutant of volunteers. Considerable latitude is given by the Regulations in regard to the strength of battalions and companies and the lower units, and it is right that it should be so. It would be impossible to lay down any hard-and-fast establishment for volunteers, as the circumstances vary in each station. In some places only small squads of a few men can be raised, and in others sections, half-companies, or companies. The lesser units must of course be organised into a company, although the area may be large, but the great principle is to preserve sufficient elasticity in the Regulations, so as never to lose a single volunteer.

The drill, training, and musketry instruction of the volunteers are treated of in the Regulations of the Volunteer Forces in India, which it may be hoped will soon be recodified. It is not therefore necessary to do more than to call attention to the necessity for practical simplicity in the drill and instruction for volunteers. It is occasionally suggested that the benefit would be very great if more frequent opportunities were given for the volunteers to be brigaded with the regular troops. If volunteers attain proficiency in the simpler movements and the various military exercises, there is no reason why they should not be brigaded with regular troops, if their officers are competent to command them in brigade, and the volunteers themselves are able to perform what is required. Much interesting practical work may be done by the volunteers and their officers in that which would tend to make them familiar with the various military situations in which they may be placed. The formation of advanced and rear guards, outpost exercise, the formation and duties of guards, the posting and duties of sentries, the defence of fortified posts and buildings, of railway stations and bridges, the practical working out of schemes of defence are all matters which can be quickly mastered by intelligent volunteers under the guidance of their adjutant and officers, and illustrated by practical lectures by him and other officers of the army interested in the movement. The practice of army signalling, the construction of small intrenchments, and such exercises as placing buildings in a state of defence, are matters which can be well undertaken by the volunteers, while the formation of ambulance classes under medical officers would give opportunities for attaining another branch of knowledge which might prove of value. With artillery it would be well that the volunteers should be trained in the use of the carbine, because whatever may be the case with garrison batteries of Royal Artillery, it is desirable that all volunteers should be taught to use small-arms. Above all, volunteer camps of exercise should be assisted to the utmost, for they may be made the occasion, not only for the attainment of practical knowledge which could not otherwise be

Drill and
training of
volunteers.

gained, but of pleasant social gatherings which it is desirable to encourage.

Remarks on the appointment of commandants, officers, adjutants, and sergeant instructors of volunteers.

The position of the officers has already been touched upon, and it need only be observed that they should be encouraged by every means to fit themselves for their responsible positions. The commandants should be selected for their physical and mental qualifications, for their own interest in the volunteer movement, and for their social position; and the local Governments, as well as the Inspector-General, should be careful to watch the way in which the commandants perform their duties, for on these officers depends, in a great degree, the vitality of the volunteer movement. These remarks apply *mutatis mutandis* to the appointment of adjutants of volunteers, who should be the staff officers of the commandant of the administrative battalion, but ready to help the commanders of corps and all officers and volunteers in perfecting themselves in military training. To each administrative battalion there might be a sergeant-major instructor from the regular army, and this arrangement might perhaps operate as an encouragement to the sergeant instructors of the regular army. A liberal interpretation should be put on the Regulation that, where distance is a difficulty, sergeant instructors should not be required to live in barracks, but that their time should be wholly given up to the volunteers. As it is desirable to encourage intelligent, active, and energetic non-commissioned officers who are good drills and shots to come forward as sergeant instructors, it may be necessary hereafter, if the supply of such men should fall short, to increase their advantages. Volunteer officers and non-commissioned officers should be encouraged to qualify themselves for the appointments of adjutants, quartermasters, and for the other subordinate appointments necessary in a battalion.

Uniform, arms, and equipment. Armoury to be safe. Supply of ammunition in the field. Kit.

In regard to the uniform, arms, and equipment of volunteers, there is not much to be said. Indian volunteers are already equipped with the best arm in the service, and as the question of uniform has already been touched on, it is only necessary to say that it does not seem to be desirable that the volunteers should have their uniform supplied free or otherwise from the Army Clothing De-

partment, if they can make good local arrangements. Certain things, such as arms and equipments, must be supplied from the public stores, but it is desirable, as far as possible, that each corps should be rendered in every respect self-dependent. Unless a safe and readily accessible armoury is provided, the arms, ammunition, and accoutrements should be in the possession of members. The equipment should provide for the full amount of ammunition which the infantry soldier carries on his person, and volunteers should be frequently exercised in the supply of ammunition in the field. It is not necessary at the present stage of the movement that volunteers should be provided with kits, or with camp equipment, but it would be advisable that a scale of kit, both for officers and men, should be laid down, and that corps should be encouraged to adhere among themselves to certain uniform patterns.

In the foregoing pages, an attempt has been made to shew how essential a development of the volunteer force is to the maintenance of the peace and security of India. Some investigation has been afforded of the numbers and classes from which the volunteers are drawn, and an effort has been made to shew that any measures favourably affecting the education and social condition of these classes will react for good upon the volunteer force in India. The conclusion has been drawn that it is better to increase the numbers rather than the efficiency of the force, but that such advantages and improvements as can be given to the volunteers will effect both objects. While deprecating any attempt to compel a particular class to give their services to the volunteers, a sketch has been given of proposals for forming a general defensive force from the Anglo-Indian community, and a deduction has been made that the adoption of such a measure would tend to increase considerably the volunteer forces of India. Various improvements have been suggested in the organisation of the existing force, and it has been argued that it is worthwhile spending more money on the volunteers. Certain portions of the subject have been under official consideration, but it is not known what conclusions have been arrived at, and such information and opinions

Summary.

as have been recorded in these pages have not been derived from any official source, but are the outcome of recent public discussion, and of many years' consideration of the subject of volunteering generally, commencing a quarter of a century ago, when the writer served in the volunteer force of England, and was instrumental in helping to raise one of the earliest corps.

Benefits conferred upon the peoples of India by British rule.

If the volunteer force of India be generously encouraged, it will, there is every reason to hope, rapidly increase in numbers, and with those who have passed through the ranks, will form a lasting strength to the British Empire in India. Within the last twenty years wonderful progress has been made under the British administration. Many thousands of miles of railway and of telegraph have been constructed, millions of acres of land have been irrigated, and we are told that, in a little more than this period, 150 millions of money have been spent on the great public works of India. Day by day the Government of India is working for the benefit of the subject races. Nothing is neglected, no pains are spared to attain the desired end ; a scrupulous regard is paid, not only to the rights and privileges of the great chieftains of the land, but to those of the lowest and meanest class. Toleration in religion is universally practised towards all ; person and property are more secure in this country than in almost any other in the world ; cruel customs have been suppressed ; and lands which have been the battle fields of invading armies and the human hunting ground of oppressors, are now flourishing in the happiness of peace and quiet. Races which for centuries have been ground down under the iron heel of merciless rulers are now free to till their fields peacefully, or to follow their own ways in the pursuits of commerce, of arts, and of letters. Without undue vanity it may surely be said that if the British rule came to an end to-day, history would record that there had never been so splendid an achievement as the conquest of India, and that never had conquerors bestowed upon the conquered such even-handed justice, and such moral and material benefits.

The continuance of these great advantages to the various peoples of India can only be secured by the maintenance of order. That order is preserved by the civil power and its police, supported by an efficient, loyal, and well-disciplined native army. But it can alone be absolutely ensured by the British Army in India aided by the organised strength of the European community.

The continu-
ance of these
benefits de-
pendent on the
maintenance
of order.

April 1883.

APPENDIX.

*Strength and organisation of the Volunteer Force in India.**

Province.	Title of Corps.	Head-Quarters Station.	When raised.	Enrolled strength.	No. of efficient.	No. of companies.	Colour of uniform.	Remarks.
Bengal	Adm. Batta., Presy. Volrs.	Calcutta	3rd Feb. 1863 ... [Cadets ...]	612 343	519 309]	14	Green, with green facings.	Of the 14 companies, 1 is a mounted company and 5 are cadet companies.
	Sibpore College Volr. Rifle Corps.	Sibpore (Howrah)	19th Aug. 1881...	45	35	1	Green, with black facings.	This excludes the E. B. R. Volr. Corps, which however forms part of the Batta.
	Northern Bengal Volr. Rifle Corps.	Darjeeling	5th Aug. 1881 ... [Cadets ...]	295 41	213 41]	5	Rifle green	This corps is attached to the E. I. R. Volrs. for administrative purposes.
	Behar Mounted Rifle Corps	Muzafferpore	8th Dec. 1862 ...	240	192	5 (troops)	Blue, with white facings	Companies at Saidpore, Kurseong, and Julpai-guri. One of the 5 companies is a cadet company.
Assam	Sylhet Volr. Rifle Corps...	Langla	22nd Oct. 1880...	113	17	1	Khaki, with red facings	Companies at Chum-paran, Durbhunga, Sarun, and South Ganges.
	Shillong Volr. Rifle Corps	Shillong	11th Aug. 1882...	40	...	$\frac{1}{2}$	.....	.....
	Cachar Mounted Rifles ...	Silchar	6th Apr. 1883 ...	80	...	2	.....	.....
	Luckhimpore Volr. Rifle Corps.	Dibrugarh	3rd Nov. 1882...	60	...	$3\frac{1}{2}$	.....	.....

* NOTE.—The materials for this table will be found in the Army Lists of Bengal, Madras, and Bombay, and in a tabular statement which has appeared in the public press.

Province.	Title of Corps.	Head-Quarters Station.	When raised.	Enrolled strength.	No. of efficient.	No. of companies.	Colour of uniform.	Remarks.
N.-W. P. and Oudh ...	Lucknow Corps ...	Lucknow	10th Jan. 1872 ...	291	210	5	Rifle green	Detachment at Fyzabad. One of the 5 companies is a cadet company.
	Cawnpore Corps ...	Cawnpore	16th Aug. 1877 ... [Cadets 8]	61 30	48	2	Green	One is a cadet company.
	Naini Tal Corps ...	Naini Tal	26th July 1871 ...	185	185	2	Rifle pattern	.....
	Rohilcund Corps ...	Bareilly	30th Sep. 1881 ...	134	96	3	Green	.....
	Agra Corps ...	Agra	9th Aug. 1878 ...	271	263	4	Rifle green, with red piping.	1 company at Meerut.
	Thomason College Corps.	Roorkee	19th Aug. 1872 ...	27	27	1	Grey	.....
	Mussoorie Corps ...	Mussoorie	24th July 1881 ...	201	201	3	Black, with green facings	Company at Dehra Dun.
	Farrukhabad Corps	Fatehgarh	24th Nov. 1882 ...	34	..	$\frac{1}{2}$	.....	.....
	Allahabad Corps ...	Allahabad	11th Jan. 1871 ...	212	162	2	Rifle green, with black facings.	.....
	Ghazipore Corps ...	Ghazipore	11th Nov. 1881 ...	258	186	7	Rifle green	Companies at Azimgarh, Jounpore, Gorakhpore, Basti, Benares, Mirzapore, and Chunar. One of the 7 is a mounted company at Ghazipore.
	1st Adm. Battn.							
	2nd Adm. Battn.							
	3rd Adm. Battn.							

Province.	Title of Corps.	Head-Quarters Station.	When raised.	Enrolled strength.	No. of efficient.	No. of companies.	Colour of uniform.	Remarks.
Madras	The "Duke's Own" Volr. Artillery.	Fort St. George	1st Jan. 1879...	63	43	.....	Blue, with scarlet facings, scarlet cord, and silver lace.	.....
	Madras Volr. Guards	Madras	2nd July 1857...	603	524	8	Dark blue, with scarlet facings and gold lace.	.....
	Bangalore Rifle Volrs.	Bangalore	21st Dec. 1868... [Cadets ... 29]	403 128	300 29	.....	Rifle green, with scarlet facings.	Company at Mysore.
	Nilgiri Volr. Rifles	Ootacamund	24th Oct. 1878...	239	149	.....	Rifle green, with scarlet facings.	Companies at Lovedale and Coonoor.
Hyderabad	Hyderabad Volr. Rifle Corps.	Secunderabad	7th July 1882 ...	310	...	5	.....	Companies at Chudderghat and Bolarum.
	Berar Volr. Rifle Corps	Akola	21st Feb. 1879...	149	96	2	Scarlet, with black facings.	Company at Amraoti. This corps is attached to the G. I. P. Volr. Rifle Corps for administrative purposes.
Mysore and Coorg.	.....	.....	.....	...	...	.....	.....	There is one company of Volrs. at Mysore, which is attached to the Bangalore Corps.
							
Burmah	Rangoon Volr. Arty.	Rangoon	14th May 1880 ...	73	58	1 Batty.	Blue, with scarlet facings	Two cadet companies.
	Rangoon Volr. Rifle Corps.	Rangoon	30th Nov. 1877... [Cadets ... 76]	157 176	118 76	6	Green, with scarlet facings	
	Akyab Volr. Rifle Corps.	Akyab	12th Mar. 1880 ... [Cadets ... 89]	89	71	2	Scarlet, with dark blue facings.	.....
	Tonghoo Volr. Rifle Corps.	Tonghoo	3rd Nov. 1882 ...	52	...	1	.....	.....
Bombay	Adm. Batin.							
	Moulmein Volunteer Rifle Corps.	Moulmein	22nd May 1877...	123	118	.....	.....	.....
	Bombay Volr. Rifle Corps...	Bombay	15th Aug. 1877...	809	527	.....	.....	Detachment at Poona.
	Sind Volr. Rifle Corps	Karachi	11th Nov. 1879...	287	277	.....	Rifle green, with black facings.	.....

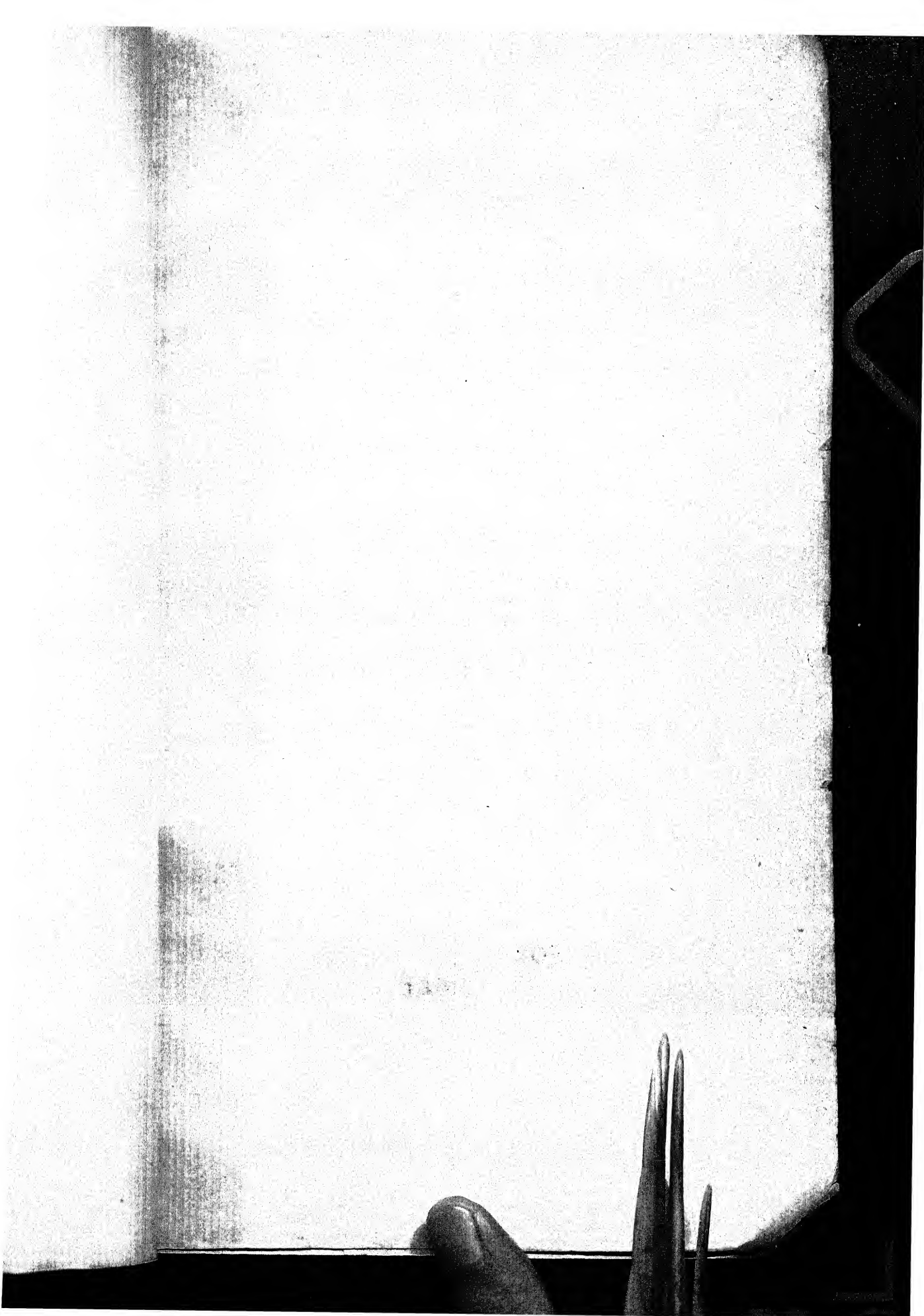
Province.	Title of Corps.	Head-Quarters Station.	When raised.	Enrolled strength.	No. of efficient.	No. of companies.	Colour of uniform.	Remarks.
Central Provinces. Rajputana	Nagpore Volr. Rifle Corps	Nagpore	29th Dec. 1860...	79	...	1	Brown, with red facings	.....
	Rajputana-Malwa Volr. Rifle Corps.	Ajmere	8th Sep. 1882 ...	544	504	7	.....	Companies at Jeyapore, Bandikui, Mhow, Khundwa, Sabar-mutti, and Abu.
Punjab	1st Adm. Battn., or 1st Punjab Volr. Rifle Corps.	Lahore	19th Mar. 1880...	523	484	8	Drab	Companies at Jhelum, Rawal Pindi, Murree, and Delhi. One of the 8 companies is a cadet company.
	2nd Adm. Battn., or 2nd Punjab (or Simla) Volr. Rifle Corps.	Simla	Originally raised in May 1861.	325	321	5	Grey, with blue facings	One of the 5 companies is a cadet company.
Beluchistan	3rd Adm. Battn.	Lahore	... ..	...	...	11	Drab, with maroon facings	Is a railway corps.
	Quetta Volr. Rifle Corps...	Quetta	8th Mar. 1883 ...	39	...	1	.....	.....
Total				8,833	6,407			

RAILWAY CORPS.

Bengal	Eastern Bengal Railway Volr. Rifle Corps.	Calcutta	1st Mar. 1873 ...	174	166	2	Green, with green facings	Companies at Sealdah and Goalundo. The corps is attached to the Calcutta Volr. Rifles.
	Tirhoot State Railway Volr. Rifle Corps.	Somastipore	17th Jan. 1879...	21	20	1	Green, with black facings	Attached to the E.I.R. Volr. Corps for administrative purposes.

RAILWAY CORPS—(Continued).

Province.	Title of Corps.	Head-Quarters Station.	When raised.	Enrolled strength.	No of efficient.	No of companies.	Colour of uniform.	Remarks.
Bengal & N.-W. P. and Oudh.	E. I. R. Volr. Rifle Corps	Jamalpure	17th July 1869...	1,108	1,065	16	Green, with black facings	Companies at Tondla, Allahabad, Howrah, Cawnpore, Mokameh, Dinapore, Buxar, Girdi, Burdwan, Ghazeeabad, Aligarh, Patna, Sahebgunge, and Assensole.
Burmah	Rangoon and Irrawaddy State Railway Volr. Rifle Corps.	Rangoon	2nd May 1879 ...	195	176	2	Scarlet, with blue facings	.....
Bombay	Great Indian Peninsula Railway Volr. Corps.	Bombay	29th Dec. 1875...	939	753	...	Blue, with red facings...	Companies at Poona, Lanowli, Solnagpore, Jubbulpore, Sholapore, Bhusawal, Hurda, and Igatpuri.
Bombay	Bombay, Baroda, and Central India Railway Volr. Corps.	Bombay	3rd Sep. 1877 ...	193	120	...	.....	Companies at Parell and Ahmedabad.
Punjab & Sind	3rd. or Sind, Punjab, and Indus Valley Railway Volr. Rifle Corps.	Lahore	5th Mar. 1880 ...	750	714	11	Drab, with maroon facings	Companies at Sukkur, Ghazeeabad, Amritsar, Kotree, Mooltan, Umballa, Karachi, Saharunpore, and Sibi.
Total				3,380	3,014			
Total Volunteers, not including Railway Corps ...				8,833	6,407			
Total Railway Corps ...				3,380	3,014			
Grand Total of Volunteers in India ...				12,213	9,421			



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its present and future

Author Collen, Maj. E.H.H.

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